DOCUMENT RESUME

ED 078 831 JC 730 168

TITLE	Arkansas's Need for Community Junior Colleges.
INSTITUTION	Arkansas State Dept. of Higher Education, Little Rock.
PUB DATE	Jul 72
NOTE	35p.; Report of the Advisory Commission on Community Junior Colleges
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*College Faculty; *Community Colleges; *Junior Colleges; Post Secondary Education; Public Opinion; Student Needs; Teacher Qualifications; Technical Reports; *Vocational Education
IDENTIFIERS	Arkansas

ABSTRACT

Various points emphasizing Arkansas' need for community junior colleges include: (1) Community colleges will cater to local educational and vocational needs; (2) Faculty members will possess special abilities; and (3) Community colleges can advance public acceptance of occupational education. (CK)

FILMED FROM BEST AVAILABLE COPY

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

ED 078831

ARKANSAS'S NEED FOR COMMUNITY JUNIOR COLLEGES

Report of the Advisory Commission on
Community Junior Colleges

Department of Higher Education
Division of Community Junior Colleges
Little Rock, Arkansas
July, 1972

JC 730 168

CONTENTS

	Page
Summary and Points of Emphasis	i
Arkansas's Need for Community Junior Colleges:	
What Is A Community Junior College?	1
What Are Its Advantages for the Individual?	2
What Are Its Advantages for the State of Arkansas?	4
What Are Its Advantages to the Local Community?	13
How This Arkansas Plan Was Developed	15
The Recommendations	18
Financing a Community Junior College System	24
Notes	26
Legislative Action Required	Appendix A
Action of the State Board of Higher Education Required	Appendix B

SUMMARY AND POINTS OF EMPHASIS

"A community junior college is a comprehensive educational institution designed to serve all educational needs of the citizens beyond high school age in the college's service area . . . [It] will develop its offerings to fit the specific educational needs of the local people and the specific job needs of local business and industry." (from page 1)

"The community junior college is an instruction-oriented institution. Its only function is instruction in the programs it offers. Faculty members are selected for their ability to teach freshman, sophomore, occupational and special purpose programs." (from page 4)

"We were 15,000 Arkansans below the average in higher education enrollment in 1970." (from page 9)

"[In 1971] only 35% of college freshman-aged Arkansas students were enrolled in any type of post-high school educational experience . . . What employment opportunities are open for a student immediately after high school graduation beyond pumping gas in the neighborhood service station? . . . Could this explain the burdensome increases in tax cost to income producers and the increased frustration of unemployed and unemployable . . . ?" (from page 10)

"Unfortunately, occupational education suffers from a lack of acceptance by the American people . . . Few want it for their own sons and daughters . . . According to the A.S.U. study, Arkansas High School Graduates, 1971, only 4.2% or 1,012 of the 1971 high school graduates in Arkansas enrolled in the 14 operating state vocational-technical schools . . ." (from page 12)

"The community junior college can do much to increase the acceptance of occupational education . . . " (from page 12)

"[T]he Advisory Commission on Community Junior Colleges came to a consensus finding that Arkansas needed a statewide system of comprehensive community junior colleges that were within commuting distance of all areas of the state." (from page 18)

"Since nearly all of the community junior college students will be additional students, nearly all of the cost of educating them will be additional. . . . [T]he basic question is: Are we willing to pay for the provision of the additional education? Or, maybe, the basic question is: Can we afford not to provide the additional education?" (from page 25)

ARKANSAS'S NEED FOR COMMUNITY JUNIOR COLLEGES

WHAT IS A COMMUNITY JUNIOR COLLEGE?

A community junior college is a comprehensive educational institution designed to serve all educational needs of the citizens beyond high school age in the college's service area. Since it is oriented to serving its area, a community junior college will develop its offerings to fit the specific educational needs of the local people and the specific job needs of local business and industry. Characteristics of a community junior college include:

1) Occupational programs of varying lengths, degrees of difficulty, and employment outlets in an attempt to have an occupational program that fits the needs of any person beyond the age of high school

2) Academic programs that are transferable as the first two years of a four-year degree

3) Adult and community service offerings that provide short-term instruction needed in any vocational, avocational or general education subject

4) Guidance and counseling and other student services to assist any citizen in selecting and succeeding in an educational program that meets his individual needs, interests and abilities

5) Many types of students will attend since the community junior college will serve all post-high school educational needs of its service area: recent high school graduates who desire four-year college degrees, recent high school graduates who desire occupational programs, adults who need additional

training to improve their employment opportunities, adults who did not complete high school, and adults with wide varieties of educational backgrounds who wish to pursue non-credit short courses for general education or avocational purposes.

WHAT ARE ITS ADVANTAGES FOR THE INDIVIDUAL?

1) College education at a low cost. As an institution supported by state and local funds, community college tuition is kept as low as possible so that all citizens may attend. Costs to the student are further reduced since the college is basically a commuting institution and the student can live at home, thereby avoiding all of the additional costs involved in living away from home.

2) A wide variety of educational opportunities. Limited only by available financing and the need for a given educational program, the community junior college will attempt to offer programs to fit the needs of all citizens. This means the college will provide academic programs for transfer, occupational programs that vary in degree of difficulty, length of time for completion, content, and employment opportunity. The college will endeavor to have such a wide variety of programs that any individual can find some program that fits his personal interests and abilities.

3) Assistance in making career choices. The community junior college recognizes that most young people and many adults need and want assistance in choosing careers and educational programs. Experience has shown a very high dropout rate and a high degree of indecision among young adults and especially students in traditional college programs. The community college offers a

professional guidance and counseling program to assist these students in determining their own goals and selecting programs at which each can succeed.

4) Flexibility. Due to the wide variety of programs offered by the community junior college and the availability of professional counseling services, the community junior college offers an ideal opportunity for an individual to find an educational program that "fits" him. Many students enter the college with a predetermined goal which may or may not be appropriate. Such a student can attempt his desired program, and, if it does not "fit", adjust his educational program and goal within a single institution. The advantages of this flexibility are obvious when compared to single purpose institutions like trade schools or senior colleges. For example, a student not succeeding in a traditional senior college must face the prospects of loss of prestige, changing institutions, total change of goals, etc., to change from an accounting program to a one or two-year business program, or a student at a state vocational-technical school must face such problems as total loss of credit, changing institutions, lack of assistance and encouragement, etc., to change from a one or two-year general business program to an accounting degree at a senior college.

Many say that these difficulties are unavoidable or that students should make up their minds what they want to do before they begin. However, in real life both of these responses are unacceptable. Statistics generally show that very few students complete the specific educational program that they began immediately after high school graduation. Many students insist on attempting unrealistic programs before adjusting their program choices. Many students would benefit from the ability to complete a short program that gives them

income-producing ability and that can be integrated into higher levels of education. By its very nature the community junior college offers an answer to these problems and needs.

5) Ease of transition. The community junior college, as an institution close to the student's home and usually smaller in size, offers the recent high school graduate a much easier transition to college than enrollment in a distant and larger institution. Likewise, the community junior college offers the adult who has been out of school for some time, and who may be employed full or part-time, an easier return to the classroom.

6) Quality instruction. The community junior college is an instruction-oriented institution. Its only function is instruction in the programs it offers. Faculty members are selected for their ability to teach freshman, sophomore, occupational and special purpose programs.

WHAT ARE ITS ADVANTAGES FOR THE STATE OF ARKANSAS?

1) A tremendous increase in the number of citizens educated. As a generalization, the people who attend community junior colleges would not receive post-high school education if the college did not exist. The students who attend the community junior college are additional people educated, not students kept from attending a senior college. There are two detailed studies which demonstrate this.[1] One study is of the starting of one new Arkansas community junior college, and the other is a comparison of the 17 states in our region, including Arkansas.

Phillips County Community College has more than doubled college-going in its county since its establishment in 1966 while college-going for Arkansas has remained essentially unchanged. In addition, there has been no measurable decrease in the number of students attending college outside of Phillips County. Ninety-three per cent of the students at Phillips County Community College would not be receiving post-high school education if that college did not exist.

The percentage of the four-year total of high school graduates attending higher education in Phillips County and Arkansas over the last several years is shown in Figure 1 on the next page. In 1965, 25.4% of the four-year total of high school graduates in Phillips County attended an Arkansas institution of higher education. The percentage of the four-year total of high school graduates enrolled in higher education was well below the state average of 39.1% in 1965, and it had been relatively stable for several years.

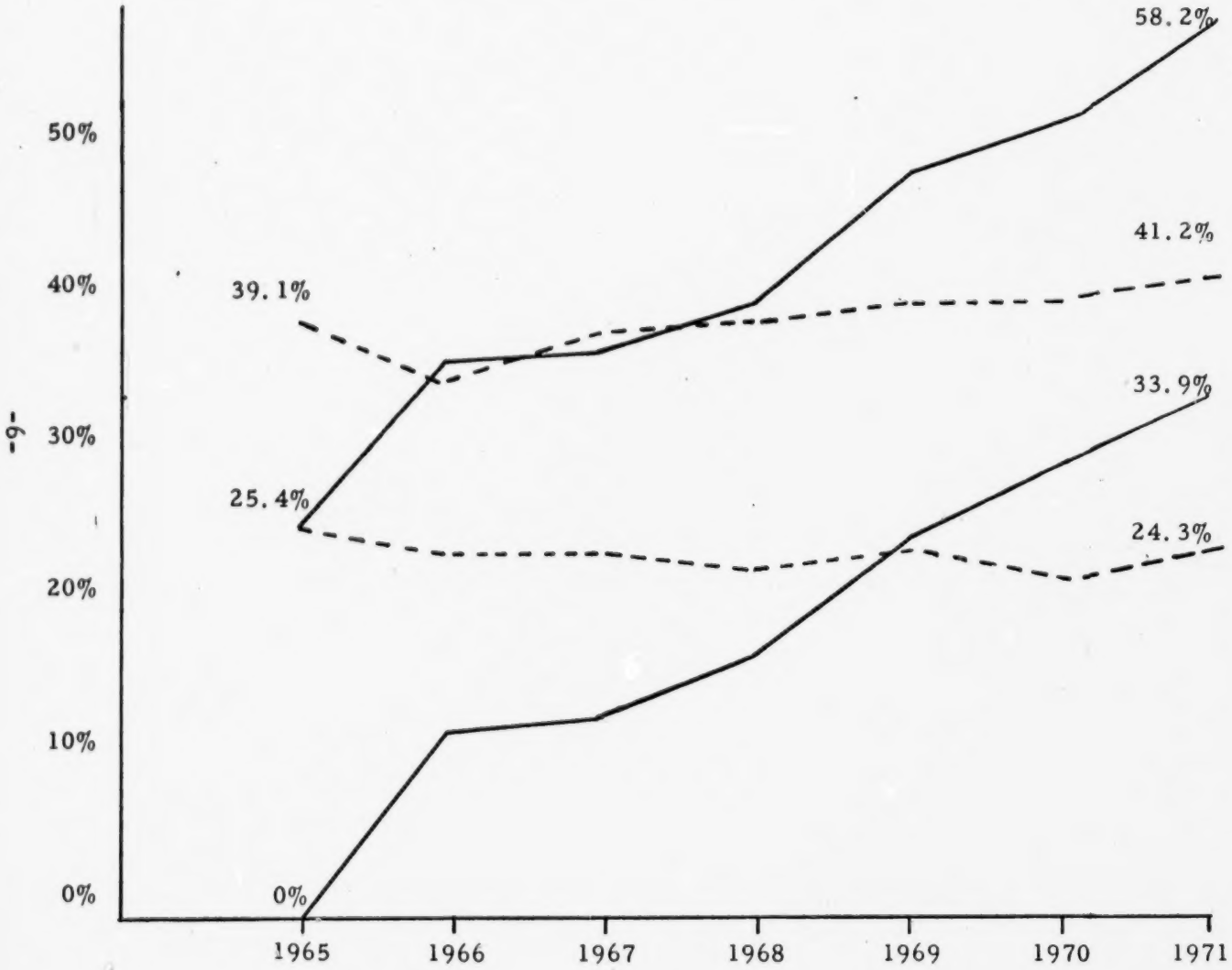
But, in 1966, Phillips County Community College began operation. The first year the percentage of the four-year total of high school graduates was increased by nearly half. Where 25.4% attended other colleges in 1965, 24.3% still attended other colleges in 1966. However, 12.2% <u>additional</u> students enrolled at Phillips County Community College.

The trends continued. From 1966 to 1971, the percentage of the high school graduates from the previous four years attending Arkansas colleges outside Phillips County held nearly stable. In 1971, 24.3% of this group was still enrolled in colleges outside Phillips County, a negligible drop of 1.1%. From 1966 to 1971, the percentage of the four-year total of high school graduates for the State of Arkansas attending Arkansas colleges other than community junior colleges held

FIGURE 1

THE IMPACT OF A NEW COMMUNITY JUNIOR COLLEGE

(Per cent high school graduates served over last four years)



Total % Phillips Co. high school grads over last four years attending all Arkansas colleges

Total % Arkansas State high school grads over last four years attending all Arkansas colleges, except CJC

% Phillips County high school grads over last four years attending PCCC

Phillips County high school grads over last four years attending all Arkansas colleges, except CJC

nearly stable. In 1971, 41.2% of this group in the State of Arkansas was in Arkansas public senior colleges and private colleges. The 1971 figure of 41.2% was a very slight change over the 1965 figure of 39.1%.

The percentage of the four-year total of high school graduates in Phillips County enrolled at the local community junior college continued to increase every year from 12.2% in 1966 to a phenomenal 33.9% in 1971. By 1971 Phillips County Community College enrolled a higher proportion of high school graduates from Phillips County than were served six years earlier by all Arkansas colleges and universities combined. Since the enrollment from Phillips County at the other Arkansas colleges was still nearly the same, the community junior college enrollment was almost totally an increase in college-going by Phillips County students.

The total percentage of the high school graduates over the last four years in Phillips County going to college also increased drastically from 1965 to 1971 as the community junior college enrollment increased. In 1971 the total percentage of high school graduates over the last four years enrolled in Arkansas higher education was 58.2%, a figure well above the 1971 state average of 41.2%. Notice that in 1965 the Phillips County percentages served at all colleges was only 25.4%, a figure well below the 1965 state average of 39.1%.

The other study which demonstrates that community junior colleges would produce an immediate and significant increase in college-going in Arkansas is an analysis of college-going patterns in the 17 states in our region, including Arkansas. These data are presented in Table 1 on the next page.

Arkansas had 24.1% of its 18-24 age group enrolled in institutions of higher education in the fall of 1971. Among the 17 states in our region we ranked 15th.

TABLE 1

PERCENT AGE 18-24 AGE GROUP SERVED
BY STATE 1971

	Private	CJC	Public 4-Year Colleges	Total
Alabama	4.2	6.1	17.0	27.3
Arkansas	3.8	1.2	19.1	24.1
Florida	6.5	23.9	11.9	42.3
Georgia	4.2	2.9	14.6	21.7
Kansas	3.9	7.6	25.7	37.2
Kentucky	4.5	2.7	17.8	25.0
Louisiana	4.5	1.4	24.2	30.1
Maryland	6.9	10.4	18.2	35.5
Mississippi	3.4	13.3	17.3	34.0
Missouri	9.8	7.6	18.3	35.7
North Carolina	7.3	10.0	12.8	30.1
Oklahoma	6.2	5.9	26.7	38.8
South Carolina[a]	6.7	0.0	14.7[a]	21.4[a]
Tennessee[b]	7.4[b]	1.4[b]	18.4[b]	27.2[b]
Texas	5.5	11.0	18.0	34.5
Virginia	4.7	5.8	13.9	24.4
West Virginia	5.8	1.7	24.6	32.1
AVERAGE of All States Combined	5.8	8.0	17.4	31.2

(a) Includes enrollment at 13 new technical education centers
(b) Enrollment data for 1968

The average for the region was 31.2%. Based on the census, which showed 211,056 Arkansans between the ages of 18 and 24, we were 15,000 Arkansans below the average in higher education enrollment in 1970.

What caused this shortage of 15,000 students? Primarily the shortage is in community junior colleges. Arkansas had only 1.2% of its 18-24 age group in community junior colleges compared to the region's 8.0%. This shortage of community junior college enrollment is itself nearly Arkansas's total enrollment shortage -- 14,400 students. In public senior colleges our 19.1% of the 18-24 age group enrolled exceeded the region's 17.4%. In private colleges our 3.8% of the 18-24-year-olds was below the region average of 5.8% by 4,200 students.

From these data three things become clear: (1) that Arkansas has a serious shortage of higher education enrollment, (2) that the shortage of enrollment is primarily in community junior colleges, and (3) that Arkansas compares favorably with the other states in our region in senior college enrollments.

Both studies indicate that community junior colleges can be expected to produce a measurable increase in college-going in Arkansas. Both studies indicate that major improvements in percentages of the population served cannot be expected from other types of institutions of higher education.

2) Fulfillment of educational needs. There is a crying need for additional education opportunities for Arkansas students. According to Arkansas High School Graduates, 1971, a research bulletin issued by Arkansas State University, only 42.8% of the 1971 high school graduating class enrolled in college in the fall. This same report also shows that only 4.2% of the 1971 graduates entered the state vocational-technical schools and only 4.7% entered private trade schools. Therefore, only 51.4% of the 1971 high school graduates

were enrolled in any post-high school educational experience.

Since the high school graduates represent only 69% of those in their age group,[2] only 35% of college freshman-aged Arkansas students were enrolled in any type of post-high school educational experience. Even if the above 35% all benefit from their education to the extent of being immediately employable, what of the 65% not served? What employment opportunities are open for a student immediately after high school graduation beyond pumping gas in the neighborhood service station? What kind of advancement can he expect? Could this explain the burdensome increases in tax cost to income producers and the increased frustration of unemployed and unemployable who are also becoming so vocal?

The only answer for the taxpayer and the unemployed and unemployable is education in a form that can equip nearly every individual for desirable and productive employment. The community junior college does this with maximum flexibility.

The point should be specifically made that there is an unfilled need for occupational education in Arkansas. According to the previously cited A.S.U. report, Arkansas High School Graduates, 1971, the 14 state vocational-technical schools then operating enrolled only 4.2% of the 1971 high school graduates. Since this study included 93% of the Arkansas high schools, that should be a very close estimate. This extremely low enrollment in career or occupational education in Arkansas certainly demonstrates that there is a need for career or occupational education opportunities that will reach more people. This will be directly addressed later.

Community service and general adult education programs are needed in

Arkansas. It is difficult to know exactly how much of this type of educational service is being provided and how much unfulfilled need exists. However, in the widely varied community service programs run by the two existing community junior colleges, the enrollments are large. At the state vocational-technical schools, where special occupationally related courses are offered, the enrollments in these part-time courses are also large.

In a time when technology is changing so rapidly, citizens of all ages need access to a wide variety of educational opportunities of shorter duration than a year or a semester. Likewise, in a time when people have the spare time for hobbies and avocations, these educational opportunities should be offered. Finally, general education programs are needed to serve the 31% of the population not now graduating from high school.

3) Increased efficiency in utilization of educational resources. Since the vast majority of students who leave college do so as freshmen or sophomores, the community college can serve as a local proving ground for students. Once proven, students from the community junior college will enroll at the upper division in senior institutions where students are severely needed. Because of the high dropout rate at senior colleges and the smaller enrollment in upper division courses, the per-student cost of instruction at senior colleges far exceeds the per-student cost of instruction at community junior colleges.

Savings also occur in the community junior college since technical-vocational programs do not require a duplicate administrative staff and complete financial and student records and services. There is also efficiency in building and faculty usage that does not exist when two separate and smaller institutions

exist to offer cademic and occupational programs. Because of all of these factors, a community junior college system which feeds into the senior colleges and includes career or occupational education increases the return on tax dollars.

4) Increased acceptance of occupational education. Unfortunately, occupational education suffers from a lack of acceptance by the American people. Many speak for more occupational education. Few want it for their own sons and daughters. The magnitude of the problem in Arkansas has been demonstrated above. According to the A.S.U. study, Arkansas High School Graduates, 1971, only 4.2% or 1,012 of the 1971 high school graduates in Arkansas enrolled in the 14 operating state vocational-technical schools.

There are many causes of this problem: the segregation of occupational education by federal and state bureaucracies, the initial development of programs to serve students who did not fit, the glorification of the college degree and other reasons. There is a vicious circle of reinforcing hesitance to attend separate career or occupational education institutions. Since state vocational-technical schools offer only occupational education, and since many people view occupational educaton as "second class", these institutions become widely viewed as "second class." The condition feeds on itself. Viewed as second class, some parts of society will not use these schools. This, then, tends to limit the types of students who attend, and, in turn, reinforces the idea that the schools are for second class people.

The community junior college can do much to increase the acceptance of occupational education: it can lend its academic respectability; its students are all "in college;" and its guidance and counseling staff can work with students

who need occupational programs but would never consider a trade school. That the community junior college can do this is also indicated by the A.S.U. study. Where the 14 state vocational-technical schools enrolled 1,012 of the 1971 high school graduates, the two community junior colleges enrolled 604 of the 1971 high school graduates.

WHAT ARE ITS ADVANTAGES TO THE LOCAL COMMUNITY?

1) Increased educational opportunity. The tremendous increase in the proportion of the population receiving post-secondary education when a community junior college is established is directly felt in the local community. One can only imagine the benefits which will accrue to Phillips County because of the doubling of the college-going rate produced by Phillips County Community College. Consistently there has been an extremely high long-run correlation between the educational level of communities and their average personal income level.

2) Reduced costs of education. There is a direct saving to the entire community, certainly to the families directly involved, when students do not have to leave the community, be supported in another community, and take the money involved out of the local community. Indeed, the community where the college is located receives the direct input of money from the students attending the college.

3) Growth. The establishment of a new community junior college means the creation of a large number of additional employment opportunities in the area. Many of these employment opportunities are very high level positions. The

community will grow in population, educational and cultural levels and income.

4) Attraction of industry. In modern industry, technology and technological skills are important. A comprehensive community junior college can design programs to directly serve local industries. This is quite an attraction to an industry. In addition, the presence of educational opportunity for both the employees and the dependents of the employees makes it easier for an industry to attract and hold employees. This, too, is attraction to industry.

5) Cultural development. The existence of a college in a community increases the availability of many cultural activities. A college will normally have music concerts, art displays, theatrical performances and similar cultural events which are not available in many communities. There is a direct cultural impact on the community because the most popular evening and community service educational programs frequently are art instruction, music and art appreciation, and drama classes.

6) Shared facilities and personnel. A community junior college will have both facilities and personnel that can be shared with other segments of its community. In Fort Smith, the college shares a faculty member with the symphony which needs a conductor. In Helena, the college will share a new auditorium with the community which needs a place for theater and musical productions. In Fort Smith, the college shares its occupational education facilities with area high schools so that both can offer these programs economically.

HOW THIS ARKANSAS PLAN WAS DEVELOPED[3]

Recognition of the need for community junior colleges and a comprehensive plan to fill that need did not develop suddenly. It dates back to 1961, when the Commission on Coordination of Higher Educational Finance was founded to give Arkansas higher education better coordination. From the very beginning, E. L. Angell, the first executive director, recognized the need for community junior colleges in Arkansas. Then, on February 7, 1964, the Arkansas Legislative Council adopted Resolution No. 7, which was the request for the Commission on Coordination of Higher Educational Finance to make a study of the possible needs of a system of community junior colleges in Arkansas. The reply by the Commission to this request was submitted on October 10, 1964, in a report entitled, Report on the Need for a State System of Community Junior Colleges. As a result of this report, the voters of the state passed what became Amendment No. 52 to the Arkansas Constitution.

This constitutional amendment authorized the General Assembly to enact legislation providing for the establishment of junior college districts. It further stated that the General Assembly should describe the method of financing for community junior colleges and stated that it may authorize the levy of a tax upon the taxable property within the district. It also provided that the two-year community colleges could never become four-year institutions.

Enabling legislation was enacted by the 1965 General Assembly with the passage of Act 560. This act provides for community colleges with comprehensive courses of study, local control and some local support. It also sets

procedures for financing, methods of establishment and requirements for creation of community junior colleges. The community college district is required to provide total capital outlay funds for land, construction, and initial equipment. This is done through the issuing of bonds which are liquidated by district property tax. The act, as it passed in 1965, provided that the state would participate in operational expenditures at approximately one-third of the total cost. The act was amended in 1969 for the state's portion of operating funds to be between one-third and one-half. The law sets minimum standards for establishment of a community junior college district. The four basic criteria which must be met are: adequate site size, sufficient number of students, sound levels of local tax support, and proper district size to permit the commuting of students.

Two institutions have been created under the provisions of the 1965 legislation. The voters of Phillips County gave a majority vote on October 23, 1965, for the establishment of Phillips County Community College. Sebastian County voters did the same on November 1, 1965. The Phillips County institution is located between Helena and West Helena on 65 acres of land. It is presently housed in a completely new campus after opening in the fall of 1966 in an old Naval Reserve building.

The Sebastian County institution, Westark Community College, was a private two-year college prior to 1965. Several new buildings have been constructed since it became a state-supported community college, and enrollments continue to climb.

While these two community junior colleges have grown and developed so well that their home counties now have the highest percentage of their 18-24 age

population enrolled in education of all the counties in Arkansas, the expansion of community junior colleges throughout the state has not been successful. Elections to create community junior colleges in Garland and Mississippi Counties have failed. Other counties have studied community junior colleges and not proceeded because the required millage would be too difficult to pass in this day of voter opposition to property taxes.

Other efforts have been made to expand educational opportunities in Arkansas. Many counties have worked to get state vocational-technical schools since no local cost is involved. This movement now seems to be slowing since federal funds to support these schools are becoming harder and harder to get. Similarly, the last session of the General Assembly saw one bill to create a fully state supported branch campus pass. The dam having been broken, resolutions were passed calling for the creation of at least four fully state supported two-year colleges.

With so much educational need and interest evident, it was time for the needs of the State of Arkansas to be reassessed and a coordinated response to the needs developed. Recognizing the need for a plan, the 68th General Assembly authorized the creation of the Advisory Commission on Community Junior Colleges. The State Board of Higher Education established the Advisory Commission, and the Governor appointed the members.

The 12 members of the Advisory Commission include a wide variety of Arkansans who are leading citizens and broadly representative of the many types of people who make up Arkansas. The members of this Commission are listed on the inside front cover of this report.

The Advisory Commission held its first meeting on January 10, 1972, at the Department of Higher Education Offices in Little Rock. It held meetings at both Phillips County Community College in Helena and Westark Community College in Fort Smith so that it could study both institutions first hand. There were several meetings and much spadework before the 25 recommendations were finalized at the May 10, 1972, Advisory Commission meeting and sent to the State Board of Higher Education. Two days later, on May 12, 1972, the State Board of Higher Education endorsed the 25 recommendations and recommended to the Governor and the General Assembly that a system of community junior colleges be developed in accord with the recommendations.

THE RECOMMENDATIONS OF THE ADVISORY COMMISSION ON COMMUNITY JUNIOR COLLEGES

Through its study over the period of several months and several meetings, the Advisory Commission on Community Junior Colleges came to a consensus finding that Arkansas needed a statewide system of comprehensive community junior colleges that were within commuting distance of all areas of the state. To accomplish this, the state would need to assume an increased proportion of the cost and existing facilities should be utilized. The kind of community junior college which is visualized is an open door institution which will admit any citizen who is a high school graduate or beyond the age of high school and which will have a wide variety of programs so that there are programs available that fit the interests and abilities of nearly every citizen. Specifically, the colleges should offer career or occupational programs, the first two years of a four-year

degree, general education, developmental programs, community service programs, and guidance and counseling.

The Advisory Commission did not make rigid recommendations for proposed districts. It was recognized that the initiative must lie with the local communities and that Arkansans must decide where the colleges finally go. However, there were several counties which so obviously had the need for colleges that the Advisory Commission did name 10 counties where the potential exists. These 10 counties are shown in Figure 2 on the next page. They also recognized that other counties where there are fewer people or a lower tax base but greater desire, such as Poinsett County, might apply for and be granted approval to hold an election.

The 25 recommendations which the Advisory Commission on Community Junior Colleges approved formally on May 10, 1972, are:

1) The State of Arkansas should develop a statewide system of public comprehensive community junior colleges as soon as possible.

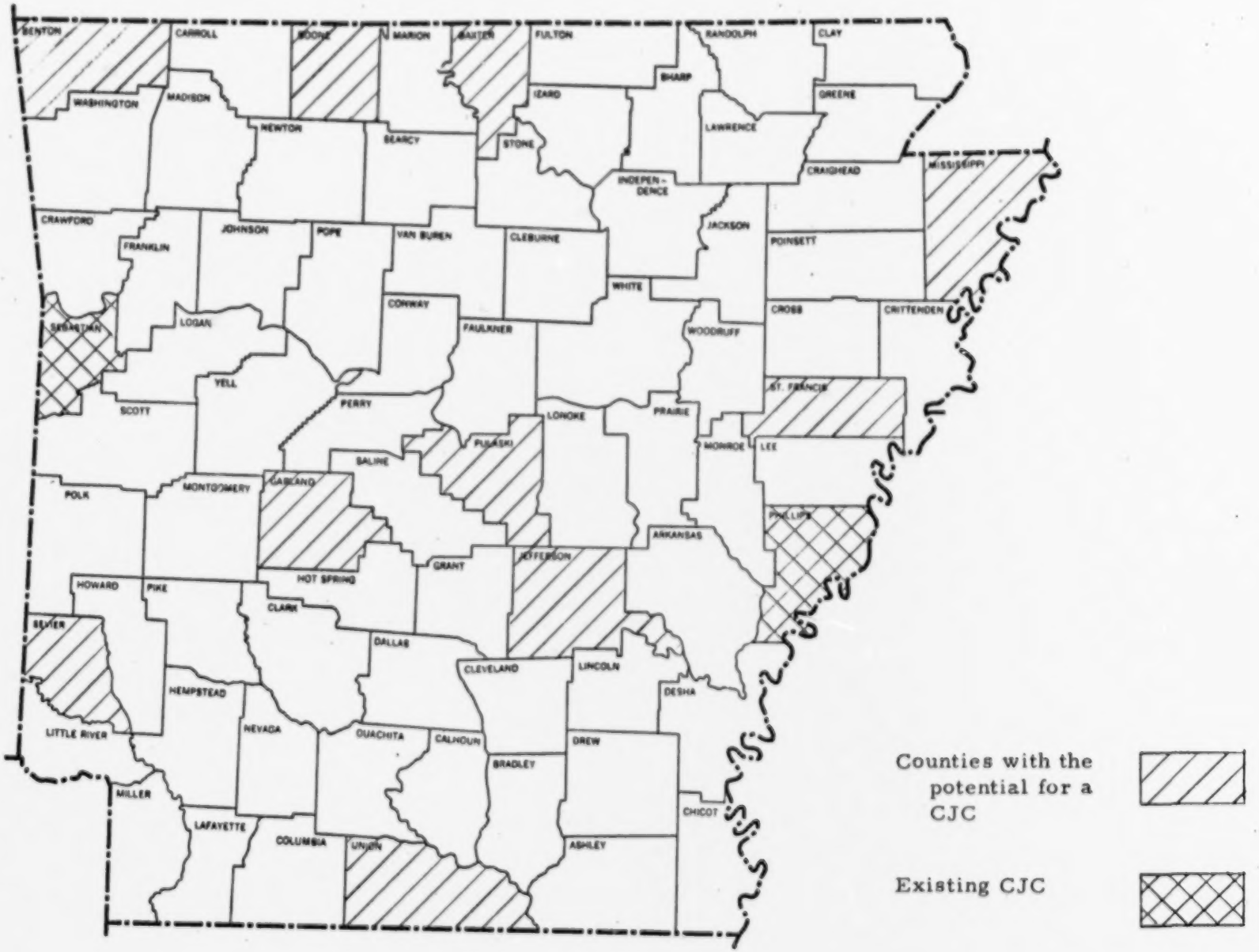
2) A comprehensive community junior college should be provided within daily commuting distance of all areas of the state.

3) The Board of Higher Education should endorse the master plan for the establishment of a system of community junior colleges in Arkansas and recommend to the Governor and General Assembly that it be implemented.

4) The community junior college system at the state level should remain under the direction of the Board of Higher Education within the legal framework of Act 560 of the 1965 General Assembly (an act authorizing the establishment of community junior colleges.) The Board of Higher Education must determine if the proposed district meets minimum financial and population criteria and must grant final approval before a district can be formed.

FIGURE 2

COUNTIES WITH THE POTENTIAL FOR A COMMUNITY JUNIOR COLLEGE



5/12/72

5) To meet the needs of as many students as possible as rapidly as possible, new community junior colleges should be opened in temporary facilities; however, at the time a district is formed, adequate millage should be voted to assure adequate permanent facilities.

6) Each community junior college should have an "open door" admissions policy. Any high school graduate or any person over eighteen years of age should be eligible for admission.

7) Each community junior college in Arkansas should offer education for transfer to the bachelor's degree program (university parallel), occupational education (vocational-technical), general education, developmental programs (remediation), continuing education (adult education), community services, and guidance and counseling. These programs should be offered in day, evening, and summer sessions. Associate degrees should be awarded to students who satisfactorily complete two-year curricula and appropriate certificates to students who complete other curricula.

8) Student fees at community junior colleges should be kept to a minimum. The fee schedule for the state's community junior colleges should be set by the Board of Higher Education. Consideration should be given to reducing the out-of-district fee currently provided for in Act 560.

9) The state should provide funds for the general operation of the educational program of each college and the local community junior college district should be responsible for all construction, renovation and repair of facilities.

10) If a community junior college is established in a district where a state area vocational-technical school now exists, the two should be combined into a comprehensive community junior college. The local board should study the feasibility of placing the college facilities near the existing area school. The director and staff of the area school, under the direction of the president and board of the college, should operate the vocational-technical division of the new entity.

11) Additional state area vocational-technical schools should not be located within a community junior college district.

12) Community junior colleges should share their vocational-technical facilities and equipment with local high schools. During periods when these facilities are not being used by college students, they should be made available for use by nearby high schools.

13) Since community junior colleges have proven to be most successful in states where they are not under the administrative control of senior institutions, community college affiliation with state colleges or universities should be discouraged.

14) Full transfer rights should be provided qualified students of community colleges by state colleges and universities. A committee composed of both community college and senior college representation should be appointed by the Board of Higher Education to study problems of articulation which may arise as the community junior college system develops.

15) Each community junior college should number its courses so that four-year institutions will be able to identify courses proposed for transfer.

16) Special training should be provided in the graduate programs of the state's two universities for the preparation of community junior college instructors and administrators.

17) Each Arkansas community junior college should, as soon as possible, apply for membership in the North Central Association of Colleges and Secondary Schools.

18) The president of each of these institutions should be committed to the educational purposes of the comprehensive community junior college.

19) Community junior colleges should be designated as area health education centers to provide training for allied health personnel.

20) Certain provisions contained in Act 560 of the 1965 General Assembly, as amended, have proven desirable and should be continued. They are as follows:

a) The provisions insuring local control

b) The provisions that a community junior college district may be dissolved and the millage tax repealed only upon approval by a majority of the qualified electors of said district

c) The procedures for the issuance of bonds

d) The provision prohibiting the construction of dormitories

e) The provision limiting the participation in inter-collegiate athletics to basketball and spring sports

f) The minimum requirements for the establishment of a community junior college

21) An extensive public relations and information program should be launched to present the "community junior college story" to Arkansas citizens.

22) The Advisory Commission recognizes the potential for a community college in the following counties: Baxter, Benton, Boone, Garland, Jefferson, Mississippi, Pulaski, St. Francis, Sevier and Union. This information is forwarded to the State Board along with the recognition that these are not exclusive locations and that the Advisory Commission recognizes no priorities.

23) Where it is feasible, the Advisory Commission recommends that present State Vocational-Technical Schools be expanded and enlarged into comprehensive community junior colleges.

24) The staff of the Department of Higher Education should be charged with the responsibility of contacting the areas where there is a recognized need and working with any additional areas that are interested in establishing a community junior college. If additional staff is needed, it should be provided.

25) The State Board of Higher Education should request appropriations of $2,500,000 for the first year of the next biennium and $3,000,000 for the second year of the next biennium to fund the operating cost of new community junior colleges to be established. Five new institutions should be established and funded during each of the next two biennia.

The recommendations were presented to the State Board of Higher Education at its meeting on May 12, 1972. The State Board had been kept informed of the workings of the Advisory Commission on Community Junior Colleges. The following resolution endorsing these recommendations was passed unanimously:

RESOLVED That the State Board of Higher Education endorses the recommendations of the Advisory Commission on Community Junior Colleges and recommends to the Governor and the General Assembly

that a system of community junior colleges for Arkansas be developed in accord with these recommendations.

FURTHER RESOLVED That the State Board of Higher Education hereby recommends that $5,500,000 be appropriated for the establishment and operation of new community junior colleges during the next biennium with $2,500,000 for the first year of the biennium and $3,000,000 for the second year.

FURTHER RESOLVED That the State Board of Higher Education directs the Director of the Department of Higher Education to prepare a report to the Legislative Council and the General Assembly responding to S.R. 27, S.R. 41, S.C.R. 35, and H.C.R. 51 in accordance with the recommendations of the Advisory Commission on Community Junior Colleges.

FINANCING A COMMUNITY JUNIOR COLLEGE SYSTEM

Finally, there is the matter of financing. Even though the cost per student is less at a community college, even though vocational programs can be offered at lower costs at a community college, and even though commuting colleges are much more economical for parents, it will cost the State of Arkansas more money to create a system of community junior colleges. Some of the increased costs will come from an increase in the percentage of state support which will be necessary to overcome local opposition to millage. The primary reason for increased cost to the state will be the increased number of students served.

Some of the costs of creating these new institutions should be available under the Higher Education Amendments of 1972, which provide federal funds for construction and for start-up costs on new colleges. Some of the costs will come from the students' tuition. Much of the construction cost will be the responsibility of the local communities who are asked to provide these funds from millages

or other sources. However, additional state funds for the operation of community junior colleges are necessary.

Since nearly all of the community junior college students will be additional students, nearly all of the cost of educating them will be additional. Since community colleges will not subtract students from senior colleges, since community colleges can perform the function of state vocational-technical schools, and since the creation of a community college system would mean additional education for thousands of Arkansans, the basic question is: Are we willing to pay for the provision of the additional education? Or, maybe, the basic question is: Can we afford not to provide the additional education?

NOTES

(1) It should be noted that three primary sources of statistical information are used throughout this report. The three sources are each based on slightly different groups, and the statistics from each group are not directly comparable.

In the study of Phillips County Community College, the college enrollments are compared to the total number of high school graduates over the four years immediately preceding the enrollment under discussion. The Department of Higher Education normally collects the county of origin of all students enrolled in all colleges in Arkansas. This is then compared to the last four high school graduating classes. Copies of this study are available from the State Board of Higher Education upon request.

In the study of the 17 states in our region, the enrollments could easily be compared to the 18-24 age group since the 1970 census had just been completed. The percentage of the 18-24 age group served is most desirable as an index since it includes people who did not graduate from high school as well as young adults, both groups that are also served by community junior colleges. Unfortunately, the number in the 18-24 age group is not available for years other than the census. Copies of the results of this study are available from the State Board of Higher Education upon request.

In the Arkansas State University study, Arkansas High School Graduates, 1971, which is mentioned later in this report, only the 1971 high school graduates in Arkansas were studied. Copies of this study are available from A.S.U. upon request.

(2) This figure results from averaging the number of 17 and 18-year-olds from the 1970 census and dividing the resulting figure into the number of 1970 Arkansas high school graduates.

(3) This section--indeed, all of this report--draws heavily on A Proposed Master Plan for the Establishment of Community Junior Colleges in Arkansas, the unpublished doctoral dissertation of Duke Shelby Breedlove at Florida State University, 1972.

APPENDIX A

LEGISLATIVE ACTION REQUIRED

To facilitate the Development of
State System of Community Junior Colleges

I. Legislative recognition of the need for a state system of community junior colleges

II. An appropriation of $5,500,000 for the 1973/75 biennium

III. Working within the framework of Act 560 of 1965, the following amendments are necessary:

A. A clear definition of the state's responsibility and the local district's responsibility in financially supporting a community junior college

B. Provision for full state support of operating costs

C. Provision for districts to exist in instances where no millage is required to provide facilities that are acceptable to the State Board of Higher Education

D. Provision for dealing with millage at existing community junior colleges

E. Provisions to permit districts to assess millage for operation in order to provide for operating costs not funded by the state.

F. Provisions to require the State Board for Vocational-Technical Education to contract with the State Board of Higher Education for the control and operation of occupational education programs in the community junior colleges

G. Provisions for consolidating existing state Vocational-Technical Schools with created community junior colleges, including provisions for the transfer of properties of state Vocational-Technical Schools to created community junior colleges

more

H. Provisions permitting cooperation between community junior colleges and local high schools in offering occupational programs and joint use of such facilities

I. Clarification of meaning of majority vote in "each county or city which is included in the proposed district," and other similar statements in current law: Section 5-c; Section 5-d, and Section 5-e.

J. Changing title of body designated as State Community Junior College Board from Commission on the Coordination of Higher Educational Finance to State Board of Higher Education

K. Clarification of procedures for the certification of elected and appointed members of community junior college boards

APPENDIX B

ACTION OF THE STATE BOARD OF HIGHER EDUCATION REQUIRED

To Facilitate the Development of
State System of Community Junior Colleges

I. Acceptance of responsibility for a public information effort regarding the need for community junior colleges in Arkansas

II. Development of criteria for the approval of an election to create a community junior college which provide for:

   A. Changes which result from state assumption of financial responsibility for the total operating cost

   B. Utilization of appropriate available existing facilities

   C. Development of community junior colleges in remote areas not served by other institutions

III. Recommendation of student fee schedules which recognize decreased local tax contribution to the institution

IV. Establishment of a committee to facilitate articulation of community junior colleges and senior colleges in terms of programs and students

ADVISORY COMMISSION ON
COMMUNITY JUNIOR COLLEGES

MEMBERS

John W. Mann, Jr., Forrest City, Chairman

James M. Llewellyn, Jr., Lavaca, Vice Chairman

Senator Clarence E. Bell, Parkin

Dr. Joe D. Bennett, Harrison

Dr. Shelby Breedlove, Fort Smith

Dr. John Easley, Helena

Ben Grinage, Little Rock

Dr. Charles Kauffman, Fordyce

Robert Klaser, McGehee

Merle Peterson, Dumas

L. E. Tennyson, Smackover

Herman Udouj, Fort Smith

UNIVERSITY OF CALIF.
LOS ANGELES

AUG 9 1973

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION